



# Memorandum

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Date: January 15, 2025

To: Honorable Mayor and Councilmembers

From: Francisco Rios  
Interim City Manager

Department: Michelle M. Lopez  
The Corradino Group  
Interim Planning & Zoning Director

Subject: **Doral International Towers Rezoning from Multi Family Residential (MF-4) and Industrial-Commercial (IC) to Downtown Mixed-Use (DMU) – Second Reading**

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## **Introduction**

Trump Endeavor 12, LLC (the “Applicant”) is requesting rezoning approval for approximately ±56.4 acres of the “Property” from Multi Family Residential (MF-4) and Industrial-Commercial (IC) to Downtown Mixed-Use (DMU) for the southeast portion of the property located at 4400 Northwest 87th Avenue (the "Property"), in the City of Doral, Florida (the "City"), further identified by Miami-Dade County Property Appraiser by a portion of Folio No. 35-3021-001-0010 and 35-3028-029-0010. The southeast portion of the site, subject of this application request, is currently developed with a country club, a hotel, and amenities. A copy of the letter of intent and application is provided in “Exhibit A.”

## **Public Advertisement**

The public notice was advertised (legal advertisement) in Miami-Dade County’s designated publicly accessible website at least 14 calendar days prior to the proceeding (Council Meeting).

**Property Information**

Table I provides a brief overview of the subject project.

<b>Table I</b>		
<b>Property Information</b>		
	<b>General Information</b>	<b>Responses</b>
1	Project Name	Doral International Towers
2	Applicant	Trump Endeavor 12, LLC
3	Acres	±56.4 Acres
4	Location	4400 NW 87 <sup>th</sup> Avenue Doral, Florida
5	Folio Numbers	A Portion Of 35-3021-001-0010 and 35-3028-029-0010
6	Existing Future Land Use Category	Downtown Mixed Use (DMU) and Urban Central Business District (UCBD) overlay
7	Existing Zoning District	Multi-Family Residential 4 (MF-4) and Industrial Commercial (IC)

**Zoning/Land Use/Neighborhood Analysis**

Table II provides an overview of the land uses surrounding the property.

<b>Table II</b>				
<b>Neighborhood Analysis</b>				
<b>Adjacent Land Uses and Zoning Districts Matrix</b>				
Area	Adjacent Uses	Future Land Use Categories	Zoning Districts	Overlay
North	Golf Resort/Golf Course	Private Park	General Use (GU)	
South	CVS Retail and Office Buildings	Downtown Mixed Use (DMU)	Industrial Commercial (IC)	Urban Central Business District (UCBD)
East	Bank and Office Buildings and Residential	Business (B), Community Mixed Use (CMU) and Downtown Mixed Use (DMU)	Downtown Mixed Use (DMU) and Industrial Commercial (IC)	Urban Central Business District (UCBD)
West	Golf Resort/Golf Course	Private Park	General Use (GU)	

**Property Location**

The Property's location is depicted on the following aerial map:



**Existing Conditions**

Existing site conditions are depicted on the following images:



Image I. Looking NW from Intersection of Doral Blvd (41<sup>st</sup> Street) and Galloway Road (87<sup>th</sup> Avenue)



Image II. View west along Doral Blvd. (41<sup>st</sup> Street)



Image III. View north along Galloway Road (87<sup>th</sup> Avenue)



Image IV. Isometric view of the Property

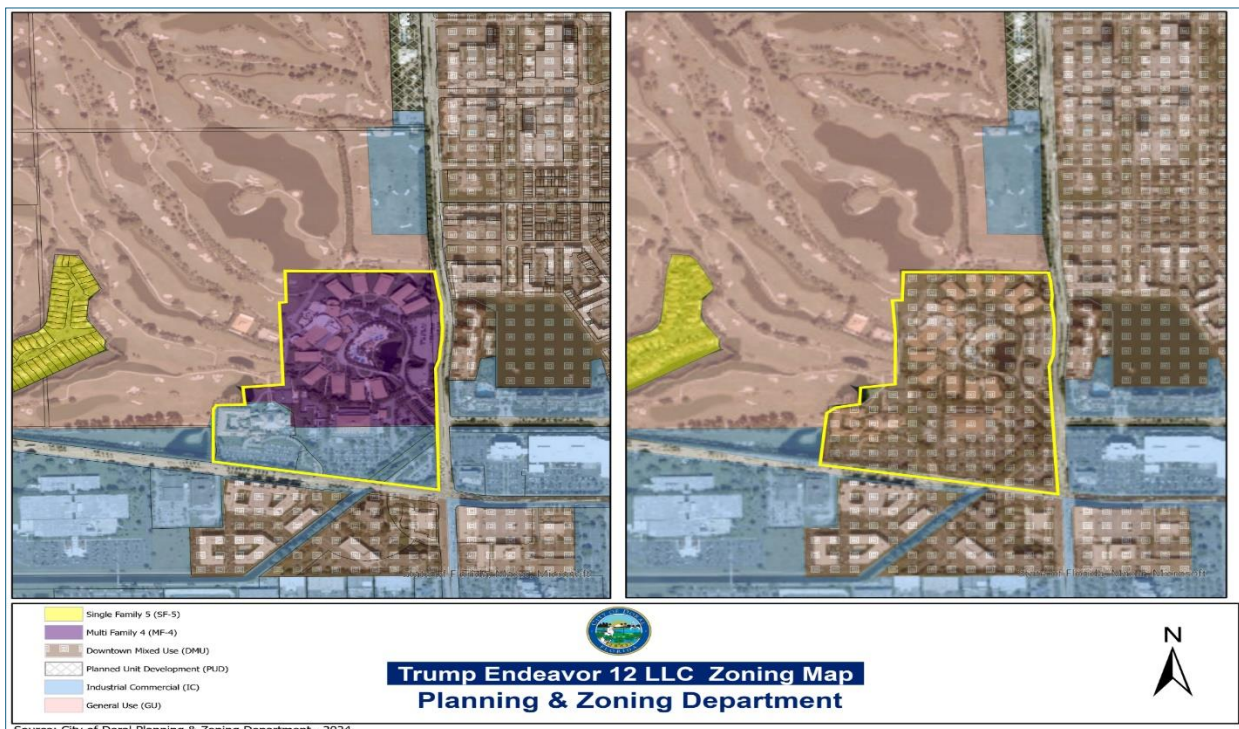
**Background**

The Property, located at 4400 Northwest 87 Avenue, consists of a ±56.4-acre parcel of land that is currently zoned Multi Family Residential (MF-4) and Industrial-Commercial (IC) with a future land use category of Downtown Mixed Use (DMU) with an Urban Central Business District (UCBD) overlay. The site is developed with a golf resort featuring a country club, multiple high-quality private golf courses, a hotel, and amenities. Existing uses in the area are comprised of residential, retail and offices on the south and east, and golf course, single-family residential, and resort uses on the north and west. On September 27, 2023, the Mayor and City Council of the City of Doral approved an amendment to the City’s Comprehensive Plan, Future Land Use Map, to change the future land use category of the Property from Community Mixed Use (CMU) to Downtown Mixed Use (DMU).

The Applicant is seeking approval of an amendment to the City’s Official Zoning Map from Multi Family Residential (MF-4) and Industrial-Commercial (IC) to Downtown Mixed-Use (DMU) for ±56.4 acres generally located on the northwest corner of the NW 87 Avenue ("Galloway Road") and NW 36 Street ("Doral Boulevard") intersection. Pursuant to Section 53-184(e) of the City’s Land Development Code, the rezoning application was presented at a zoning workshop on June 27, 2024. A copy of the legal advertisement is attached as “Exhibit G”. The objective of the workshop was to inform city residents of the request, present additional details and consider the public’s feedback on the project.

In connection with this application, the Applicant has filed a Site Plan application for a redevelopment project, entitled Doral International Towers, which proposes additional hotel rooms, residential units with amenities, and commercial retail spaces, in accordance with the DMU District regulations and Creative Excellence Standards.

The existing/proposed zoning map amendment for the Property is depicted on the following map:



## **Staff Analysis**

Existing zoning districts surrounding the Property are comprised of General Use (GU), Planned Unit Development (PUD), Multi-Family Residential-1 (MF-1), Single-Family Residential-5 (SF-5) and Industrial Commercial (IC) districts on the north and west, with Downtown Mixed Use (DMU) and Industrial Commercial (IC) immediately to the south of the subject site. The DMU zoning district permits a variety of retail/commercial related uses that already exist in the vicinity, especially along Doral Boulevard. The Applicant's request to amend the City's Official Zoning Map from Multi Family Residential (MF-4) and Industrial-Commercial (IC) to Downtown Mixed-Use (DMU) would make the Property's Zoning Designation consistent with the Future Land Use Designation.

## **Comprehensive Plan Review**

The Comprehensive Plan incorporates the City's future vision and addresses all aspects of development and redevelopment in the city including future land use, green development, housing, parks, infrastructure and capital improvements. The most relevant Comprehensive Plan elements addressing this type of amendment are the Future Land Use Element, Housing Element and Green Element. The proposed rezoning is consistent with the goals, objectives and policies of the following Comprehensive Plan elements:

### ➤ **Future Land Use Element**

**Objective 2.1:** *Future Land Use Map Adoption and implementation of the Future Land Use Map and the Element goals, objectives and policies herein as the official and primary standard governing land use, residential density and non-residential intensity in the City of Doral.*

**Policy 2.1.1:** *Doral's future development goal is to be a premier place to live, work and play, and to accomplish that the City is dedicated to maintaining and developing extraordinary community features and facilities associated with "#1 Great Cities" around the world including outstanding place and building design, plentiful parks, excellent schools and community education opportunities, beautiful streets, interesting cultural and artistic venues, smart technology, environmental conservation, efficient government services, and easily-accessible vehicular and personal mobility. All land use amendments shall contribute to the enhancement of these '#1 Great City' features and facilities.*

**Policy 2.2.1:** *Incorporate the recommendations, themes and standards contained in the approved Doral Boulevard Street Beautification Master Plan into the City Code.*

### ➤ **Housing Element**

**Objective 4.1:** *Land Use and Site Design Ensure a sufficient, well-distributed housing inventory and a variety of residential densities are available within the City to accommodate projected housing needs.*

**Policy 4.1.7:** *Implement zoning regulations that promote innovative residential features, such as live-work units, single-room occupancy, and accessory apartments, to increase*

*affordable housing opportunities for small households, especially within mixed use land use designations.*

**Policy 4.1.8:** *Increase the City's residential potential within designated areas such as the DMU and CMU land use categories to promote mixed-use development.*

➤ **Green Element**

**Objective 1.1** *Sustainable Land Use and Design Continuous updating of the Future Land Use Element and Land Development Code to incorporate the latest and most feasible and/or cost-effective green development design techniques, policies, and incentives as the cornerstone for the City's drive toward a sustainable future.*

**Policy 1.1.1:** *Continue to provide for, and promote, viable mixed use development opportunities in downtown Doral and outlying traditional neighborhood centers on the City's Future Land Use and Zoning Maps.*

**Policy 1.1.5:** *Continue to expand options for accessory live/workspaces in appropriate land use categories and zoning districts.*

**Land Development Code Review Criteria**

When considering an amendment to the comprehensive plan or the Land Development Code, the local planning agency, construction regulation board, and city council shall consider the following criteria:

**I. Consistency with the Comprehensive Plan**

On September 27, 2023, the Mayor and City Council approved an amendment to the City's Comprehensive Plan, Future Land Use Map (FLUM), to change the future land use category of the Property from Community Mixed Use (CMU) to Downtown Mixed Use (DMU) via Ordinance No. 2022-20. As such, the Property is designated Downtown Mixed-Use (DMU) by the City's Comprehensive Plan Future Land Use Map. The DMU FLU category permits the DMUC Zoning District. This land use category allows business/retail, office and residential uses. It is limited only to parcels ten (10) acres or greater in size and is designed to provide for the horizontal and vertical integration of a diversity of urban-oriented uses at the city center. A mix of uses are permitted and required for every DMU site. Hotel and related hospitality uses are allowed as part of the commercial mix, which said mix shall include a combination of at least two (2) of the following uses: (i) business/retail; (ii) office use; and (iii) residential use. In terms of location, areas designated as DMU should be within the city center area (south of NW 58th Street, east of NW 87th Avenue, north of NW 33rd Street and west of NW 79th Avenue). Other DMU sites can be considered west of NW 87th Avenue provided they are located at major intersections along Doral Boulevard and meet or exceed the 10-acre size minimum. The conceptual site design and community connectivity plans for DMU sites shall identify strategic locations where vertical mixed use shall occur to facilitate multimodal options

The base density allowed in the DMU category is limited to no more than 25 dwelling units per gross acre and maximum building height is eight (8) stories. Pursuant to City Code Sec. 68-558, *Application Submittal Requirements*, all rezoning requests to the DMU District must be accompanied by a scaled and fully dimensioned set of plans ("site plan"), community connectivity plan, and other documents required by the City Code. Additional density up to 35 dwelling units per gross acre and height greater than eight (8) stories may be granted by the City Council for projects that exhibit creative excellence in exceeding the minimum standards contained in Section 86-83 of the City Code. Pursuant to City Code Section 68-556, landscaped open space in DMU must comprise a minimum of 10% of a project site. Floor area ratio (FAR) shall be limited to 0.5 for the first floor and 0.25 for each additional floor above, exclusive of structured parking.

Staff deems the proposed rezoning application is consistent with the standards for developments in the DMU future land use category and furthers the goals, objectives and policies of the city's comprehensive plan.

## **II. Consistency with Applicable Sections of the Land Development Code**

Staff deems the proposed rezoning application consistent with the applicable sections of the Land Development Code.

## **III. Rezoning Amendment Review Criteria**

Pursuant to section 53-213(c) of the City's Land Development Code, the Mayor and City Council when reviewing a rezoning amendment must consider the following criteria. City staff has reviewed the application and provides the following responses to each criterion:

- a. Whether justified by changed or changing conditions.

The Property, as with many of the surrounding properties, was zoned Industrial Commercial prior to the City's incorporation in January 2003. The City's first Comprehensive Plan was adopted in 2006 and has been updated regularly since then; as recently as 2019. The first Doral Land Development Code was adopted in 2007. The Doral Boulevard Master Plan, which encourages mixed-use development, was adopted by the City Council in 2007, with a subsequent revision in 2011. In the past decade, the City's population increased from 45,704 in 2010 to 75,874 in 2020 (U.S. Census Bureau) with a current projection of 83,636 in 2024 (Bureau of Economic and Business Research at the University of Florida). As population, businesses, and industries continue to grow, demand for retail and open spaces will expand. The DMU zoning district will provide for the horizontal and vertical integration of a diversity of urban-oriented uses, ensuring that Doral Boulevard is developed with commercial uses to serve residents, nearby employees and visitors. As such, the Property is well-situated for mixed-use development and will add a new component to the emerging urban development pattern of Doral Boulevard.

Staff deems the proposed rezoning is consistent with the significant changes in the City's development and population trends which support this proposal.

- b. Whether adequate sites already exist for the proposed district use.

According to the City’s Geographic Information System (GIS) software, approximately 3.7 percent of the City’s land is zoned DMU. A rezoning to DMU will provide additional commercial and residential opportunities along Doral Boulevard.

- c. Whether specific requirements of this Land Development Code are adequate to ensure compatibility with adjoining properties as required by the Comprehensive Plan

The parcels around this site are developed with multi-story commercial and residential buildings. Doral Boulevard is a primary arterial roadway carrying heavy daily traffic. On three (3) sides, parcels are zoned Industrial Commercial, which allows large commercial buildings with some residential use. There are few DMU properties in the City. The Property’s central location at the intersection of Doral Boulevard and 87 Avenue (Galloway Road), is ideally situated for DMU development.

Public Facilities Levels-of Service (LOS)

Pursuant to Objective 10.4 of the City’s Comprehensive Plan, the City shall base decisions regarding the issuance of development orders or permits, on the availability of infrastructure facilities and essential services. Table III provides information on public facilities, LOS standards and applicable agency reviews.

Table III Public Facilities Levels-of Service (LOS)

<b>Public Facility</b>	<b>LOS Standard</b>	<b>Agency Review</b>	<b>Response</b>
Potable Water	126.82 gallons per capita per day	Miami-Dade Water and Sewer Department (WASD)	WASD Memo (see Exhibit B)
Sanitary Sewer	100 gallons/capita day	Miami-Dade Water and Sewer Department	WASD Memo (see Exhibit B)
Stormwater Drainage	Post-development runoff shall not exceed the pre-development runoff rate for a 25-year storm event, up to and including an event with 24-hour duration	Miami-Dade Department of Regulatory & Economic Resources	DERM Memo (see Exhibit C)
Solid Waste	9.4 pounds/capita/day	Miami-Dade Department of Solid Waste	Dept. Solid Waste Memo (see Exhibit D)
Recreation and Open Space Lands	2.25 acres per 1,000 residents	City of Doral Planning and Zoning Department	Meets LOS

Transportation	All major County roadways must operate at LOS D or better, except where mass transit service having headways of 20 minutes or less is provided within ½ mile distance, then a roadway shall operate at or above LOS E at peak hour.	Miami-Dade Department of Transportation and Public Works and the City of Doral Public Works Department	City of Doral Public Works Department Memo (see Exhibit E)
Public Schools	100% utilization of Florida Inventory of School Houses (FISH) capacity (with relocatable classrooms).	Miami-Dade Public County Schools	Miami-Dade County Public Schools (not applicable)

Potable Water, Sanitary Sewer, and Solid Waste

Miami-Dade County Water and Sewer Department (“WASD”) is responsible for providing potable water and sanitary sewer facilities. Miami-Dade County Solid Waste Management provides waste collection services needed to support the development consistent with adopted LOS standards. WASD and Solid Waste Management have reviewed the application and have no objections to the rezoning. A copy of WASD and Solid Waste Disposal Concurrency Determination memorandums are provided in “Exhibit B” and “Exhibit D,” respectively.

Recreation and Open Space

The rezoning would permit up to 1,498 dwelling units on the ±56.4-acre site. These units would have an estimated population of 4,975, which would generate a parkland need of ±15 acres. The applicant’s proposed Site Plan shows ±33.7 acres will be provided in landscape open space, parks, pedestrian walks, plazas, bike trails, tennis courts, resort pool & deck areas, residential buildings pools, decks, terraces & gyms. The city has adequate public parkland to support the residential component of this project at the adopted parks LOS standard.

Transportation

The Doral Public Works Department has completed its review of the Traffic Impact Analysis submittal prepared by BCC Engineering for the proposed Doral International Towers. The study shows that the City’s roadway level-of-service (LOS) standards will be maintained with project traffic added to the street network. The Public Works Department recommends approval with conditions that will be assessed at the time of building permit. Refer to the “Public Works Traffic Analysis Comments” in “Exhibit E”.

Public Schools

Miami-Dade Public Schools (MDCPS) has conducted a public-school concurrency review for this application and has determined that concurrency is being met with all applicable LOS Standards for a Final Development order as adopted in the local Government’s Educational Element and incorporated in the Interlocal Agreement for Public School Facility Planning in Miami-Dade County. Refer to the MDCPS “School Concurrency Determination” provided in “Exhibit F”.

### **Fiscal Impact**

The ordinance has no fiscal impact on city revenues or expenditures.

### **Strategic Plan Alignment**

The proposed project is going to further the “Revenue Growth” strategic goal of the City of Doral Strategic Plan (2023), by increasing the property value, thereby adding new revenues to the city’s property tax base and fees. It is important to note that the additional tax revenues may be used to fund the infrastructure projects in the five-year capital improvement program (CIP).

### **Recommendation**

Staff requests that the Mayor and City Councilmembers authorize approval of the proposed amendment to the City’s Official Zoning Map from Multi Family Residential (MF-4) and Industrial-Commercial (IC) to Downtown Mixed-Use (DMU) for ±56.4 acres generally located on the northwest corner of the NW 87 Avenue (“Galloway Road”) and NW 36 Street (“Doral Boulevard”) intersection.